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NEW FIELDS OF EMPLOYMENT AND VOCATIONAL TRAINING FOR OLDER WORKERS. PANEL AND WORKSHOP V.

BY- ASH, LANE AND OTHERS

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OPPORTUNITIES FOR TRAINING OLDER ADULTS IN NEW OCCUPATIONS HAVE BEEN MADE POSSIBLE BY RECENT FEDERAL LEGISLATION. UNDER THE SPONSORSHIP OF THE UNIVERSITY OF OKLAHOMA, PROGRAMS WERE STARTED IN 20 RURAL COMMUNITIES TO TRAIN OLDER WOMEN AS VISITING HOMEMAKERS. LOCAL AGENCIES ORGANIZED THE COURSE AND RECRUITED THE TRAINEES, THE HOME ECONOMICS AGENT TAUGHT THE CLASSES, AND CERTIFICATES WERE AWARDED. TWENTY-ONE PERCENT WERE HIRED BY FAMILIES OR IN NURSING HOMES. THE STATE EMPLOYMENT SERVICE OF CALIFORNIA ABOLISHED THE CONCEPT OF JOB QUALIFICATIONS IN RELATION TO AGE AND CREATED NEW JOBS, SUCH AS FAMILY AIDES, SENIOR HOME REPAIRERS, AND CUSTODIANS. UNDER CONTRACT WITH THE OFFICE OF ECONOMIC OPPORTUNITY, THE NATIONAL COUNCIL ON THE AGING SET UP FOUR MODEL PROGRAMS, CONCENTRATING ON THE CREATION OF NEW JOBS IN COMMUNITY ACTION PROGRAMS--SUBPROFESSIONALS IN COMMUNITY SERVICES, FOSTER GRANDPARENTS, AND CONTACT PERSONS IN OPERATION MEDICARE ALERT (NOW FUNDED AS A NATIONAL PROGRAM). THESE NEW KINDS OF EMPLOYMENT SHOULD BE INSTITUTIONALIZED WITH GUARANTEES OF YEAR-ROUND EMPLOYMENT, A GOOD WAGE, AND SOCIAL SECURITY COVERAGE. THESE PAPERS WERE PRESENTED AT THE NATIONAL CONFERENCE ON MANPOWER TRAINING AND THE OLDER WORKER, WASHINGTON, JANUARY 17-19, 1966. (PT)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Panel and Workshop V

NEW FIELDS OF EMPLOYMENT AND VOCATIONAL TRAINING FOR OLDER WORKERS

The panel was convened at 2:00 p.m., Monday, January 17, 1966, Mr. Lawrence O. Houstoun, Jr., Associate Director, New Jersey Office of Economic Opportunity, presiding.

MR. HOUSTOUN: Ladies and gentlemen, we will get started three or four minutes late if I can coax those of you in the last three rows to come up forward.

This panel is intended to deal with the question of new fields of employment and vocational training for older workers. And in the absence of any instructions to the contrary, I would, first, like to emphasize the modifier "new" fields; secondly, to indicate that "employment" means the creation of employment as well as the utilization of existing employment opportunities; and, third, to indicate that I take the words "vocational training" in their broadest generic sense, not to be confined to any special kind of vocational training. I am going to ask that the members of the panel regard this in the sense of occupational training -- that is to say, all kinds of training needed to prepare an older person for employment which will make him or her independent.

Our focus is on the worker over 45. We are talking about those people who "need" employment as opposed to those who prefer to engage in useful activities, although income is not a necessity with them. That affords us still a very broad area for discussion. I think we ought to reflect for a moment that, even with the current tight labor market, the problem of employment and training opportunities for those over 45 has not vanished. A great deal more needs to be done.

We would like to focus today on that which is being done very, very well and therefore should be adopted more widely throughout the nation, that which is not being done at all and ought to be investigated or implemented, and those things which may be in process but which need improvement.

I remind you too that one of the objectives is to develop a series of resolutions which will present the consensus of the participants at this NCOA meeting and thus to attempt to shape public policy, administrative practices, and possibly research.

I think that we should remember that there are a lot of new tools in this field today. I am not sure that we will necessarily get at them all today, but I think the participants on both sides of this table should recall that there are opportunities for older workers under the Economic Opportunity Act, including the sections on adult basic education. There is something called Title V, work experience programs for needy heads of households, which sometimes includes persons over 45. And there is the amendment introduced by Senator Gaylord Nelson which authorizes the United States Office of Economic Opportunity to create employment opportunities -- I emphasize "create" employment opportunities -- for those persons -- and I have to paraphrase this -- who are in effect chronically handicapped for employment purposes.

So there are some new resources beyond those that come more or less through the channels of HEW and Labor Department and labor and management. I'd like to focus on those new activities today, because this is not a conference, NCOA promises me, which is going to be retrospective, except insofar as that may serve the process of effecting worthwhile change for the future.

Let me suggest that we keep in mind, panelists and recorder, these three basic questions:

> What principal new developments in employment and training do we feel deserve greater application on a national level?
>
> Second, what is the principal unmet need of the older worker?
>
> And thirdly, what major steps should be taken to meet that need, and/or to implement that worthwhile new development referred to in No. 1?

We have with us today from that irrefutable source, the Bureau of Labor Statistics, Mrs. Maxine Stewart, of the Occupational Outlook Branch. I am going to suggest that she serve to keep us from error in our generalizations about the labor market, the occupational spectrum, the age of those who are doing well and those who are not doing so well in the labor force; and at the conclusion of the general presentations by the four speakers, that she make such observations as she thinks would be pertinent from the standpoint of the Bureau of Labor Statistics and the whole outlook as the older worker faces the labor market.

With that I would like to introduce Lane Ash, Director of Program Services, Division of Vocational and Technical Education of the United States Office of Education.

Mr. Ash is going to talk about new training opportunities for older adults, and he is going to put the emphasis on the first word "new."

MR. ASH: Thank you, Mr. Chairman.

Ladies and gentlemen: Bearing in mind your rules of the game, I feel it would be helpful to explain some of the older practices from which we may have a lot to learn when it comes to training the older worker, as background for understanding some of the new opportunities that exist and will come into being.

Perhaps you know that over the years since the enactment of the very first piece of vocational education legislation, there have been always more adults and out-of-school youths enrolled in vocational educational programs than were attending secondary school preparing for an occupation. This continues to be so, and some of us believe that the ratio of older to younger enrollees will increase.

Well, a number of things have been learned from these experiences. One is that many persons in some of the programs of vocational education -- by "some" I mean in agriculture, for example, and trade and industrial education -- have gained a great deal of experience in working with adults in the training-learning situation. A case worth reporting, I think, from which some lessons may be had, strangely is to be found in the field of agriculture. And there is something new about this. Within the last five years there has been a shift in emphasis in the training of what we call adult farmers, of whom there are about 200,000 age 45 and older currently enrolled in vocational education programs, evening school generally, throughout the United States. Earlier the emphasis was on application of scientific principles to farming, such as the selection of proper fertilizers and insecticides. But today, in a shift that has an interesting basis, the emphasis is on training working farmers and farm owners in farm management and in farm equipment acquisition and maintenance. Interestingly, it is believed that only about 25 per cent of all farmers maintain adequate records of the business enterprise which they conduct. And the Internal Revenue Service is now pressing them for better supporting evidence on their tax returns, so there is some motivation for adult farmers, age 45 and up, to learn in a formal training situation, how better to do this. And in the interest of promoting this program, our Office has published a small manual which is a suggestion for a training program in farm business management.

Anyone who has had the experience of training foremen in industry over the years knows that generally about half, and sometimes more than that, of the foremen who are assembled to learn how to become better supervisors, are adults 45 years of age and older. We believe that presently there are about 50,000 of these who are on somebody's payroll, who go to class at a time when they are not otherwise engaged in the occupation for which they are hired, to learn either to be supervisors or to become better supervisors in industry.

Another area in which we have some experience on which to draw is in the health occupations, which I guess we all agree is going to be one of the most rapidly expanding occupations in our broad spectrum of work. Some 275,000 persons are now employed as practical nurses. By far the majority of them are 45 years of age. I don't have data on the number now in training who are adults. Most of them are very much younger people. But a recent study

conducted by the National League for Nursing would indicate that about 10 per cent of a nation-wide sample are over 45. And one of the interesting findings of this study is that age is no deterrent to success in the training program.

Something new is to be found in an Illinois city where a steel plant has undergone modernization. With the help of the school authorities in vocational education, this particular company is providing training in its own facilities and on company time for maintenance and operating personnel. It now becomes necessary for such people in the steel mill to know something about metallurgy. And in order to acquire this information, they have to know something about chemistry. And in order to succeed at that, they must know something about mathematics -- at least the company and school authorities have reasoned it this way. Therefore, courses of this kind are being given to adults in order to permit them to remain on the jobs that they now have in a plant that is modernizing.

I suppose we all agree that most people, including those of us who are here, must commit themselves to continuous self-improvement just in order to hold the jobs they now have. One Civil Service authority stated a little over a year ago at the commencement of a program which I was privileged to take on company time, "I forecast that within 15 years everybody in this room will spend up to 25 per cent of his work time in a school situation, just enabling himself to remain current about his present occupation."

And you know Harold Clark of Teachers' College, Columbia University, investigated the amount of company-sponsored training for adults and found this was in enormous proportions, and he concludes that those up to 65 at least must have organized for them appropriate training activities in order to enable them to function effectively at their work.

Of course, another and more important aspect of older worker training is the re-training of older persons. I think we know very little about this, or relatively little. I didn't hear Dr. Belbin this morning, but I was with him at a conference a year ago, and I am going to quote as I took the words from the report he presented to us at that conference, when he said, "Knowledge of and experience in the training of middle-aged adults is still very sparse."

Perhaps you know who Dr. Hilary Clay is, a British woman who has done considerable research, or at least supervision of research in the training of older workers. She said recently, "There are some general characteristics of work that are unsuitable for older people, but much detailed study needs to be done before routine methods can be formulated for modifying work to suit older people." She goes on in the vein that we have a long way to go before we know best how to motivate, select, counsel, train, and place older workers.

We have some facts about training programs for these folks. The only one I can cite specifically concerns the Manpower Development and Training program, because in that program the record-keeping is first-class. We in vocational education haven't quite innovated in the manner we might hope. We hand-tabulate our data, and it is late. Anything I have said about numbers up to now is the best estimate I have been able to obtain in conference with my

colleagues who travel about a great deal more than I and know what is going on. But the Manpower Development Training program records indicate that the total number age 45 and older represents 10.4 per cent of the total trainees reported in that program, and this is 24,314 persons. Surely there must be some experience to which we can turn to assist us in working out some of the things that our chairman has asked us to do before we leave today.

There are other evidences. One, so new that it hasn't started yet, involves me personally, culminating two years of work with the authorities in the great school lunch program. This involves the American School Food Service Association, the Department of Agriculture headquarters here in Washington, and many State personnel, both in vocational education and in operating the school lunch program itself. We are planning a conference early next month, really a planning conference, to determine ways we can work jointly -- the Office of Education and the Department of Agriculture -- to assist in determining what the training needs are in the development of instructional materials that are appropriate to the various kinds of workers employed in the school lunch program; perhaps to develop some suitable methodology for training these people. I dwell on this because it is a huge labor market. There are 250,000 people employed in schoolhouses throughout the country to operate the school lunch program, and far more than half of these are over 45 years of age.

Up to now, each State has had its own way of providing this specialized training. Some States have done very little; some have worked closely with vocational education authorities and have developed some instructional materials. But for an organization that hires 250,000 people with an annual turnover of up to one-third, there are no generally agreed-upon training materials, training sequences, or training methods. And I think this would be a suitable example of a new activity which focuses much of its effort on the older worker.

One reason vocational education of older workers has lagged somewhat is that until two years ago the law itself did not take into consideration today's needs for training older workers. When I say 200,000 adult farmers, 45 years of age and older, are in training, the law provides for this type of training for persons who are <u>already in the occupation</u>.

Now, under the Vocational Education Act of 1963, there is no such stricture. Training and retraining are authorized for all persons of all ages in all communities of the State. In an earlier day, such training was in particular occupations, some of which I have mentioned. Now training and retraining can be given for any occupation which is not declared by the Commissioner of Education to be professional, and which does not generally require the baccalaureate or higher degree. So there are no avenues, no areas of need, which cannot be met in the training of older workers under the authority of the Vocational Education Act of 1963.

Some of the activities which you may wish to consider are:

First, training programs per se. Courses can be organized which are specific to the needs of older workers, as this need is developed jointly by the school authorities and those of State Employment Security agencies.

The law provides for the expenditure of funds for ancillary services, as we call them. These are the development of instructional materials, teaching aids, for the preparation of teachers and of counselors whose training may need to be specific with regard to the needs of the older worker; for improved State supervision of such programs; and for program evaluation, continuous program evaluation.

And this is new -- authority to do business of this kind.

The third provision of the Act which is of interest is that which concerns research and demonstration. Section 4(c) of that Act provides that 10 per cent of any appropriation by the Congress -- and that this year is over $17,500,000 -- shall be withheld for the Commissioner of Education to make grants to institutions and agencies of particular kinds for research and demonstration purposes. Naturally before I presented myself to you I checked in the best way I could to find out what research proposals have been approved and are now underway regarding the training of older workers. There are none. This is brand-new and possible.

I don't intend to be impertinent when I say this, but in speaking to groups who have particular needs, as some of you do respecting programs for the training of older workers, here is a law that is coming to be better known. We are in the telephone book, but we don't know who you are and what your needs are for the training of older workers -- I have told this to trade associations and groups of manufacturers, and say, "We would welcome your overtures to us in an effort to have developed some programs that are specific to your own needs" -- in this case the training of older workers.

Thank you, Mr. Chairman.

MR. HOUSTOUN: Thank you, Mr. Ash.

If I may, just for the purposes of record, I'd like to emphasize a couple of your points. I think the opportunities that exist for job creation in connection with Federally-funded programs was well-illustrated by the school lunch example. Did you say a quarter of a million?

MR. ASH: A quarter of a million.

MR. HOUSTOUN: A quarter of a million people, of whom one-half are already over 45. I think this is an important illustration. No single example should get us too enthusiastic, but it is an illustration of the kind of thing we can look for in terms of new employment opportunities.

I think the other thing we should point up here, because we are looking for issues in this discussion, is the relative lack of data regarding the way in which training programs are meeting the needs of the older workers. The availability of data in the MDTA program tends to point up the fact that so many of the other programs are decentralized and do not have statistics. I mention this because I think NCOA should get in the business of keeping a running

box score on the way some of the various public programs are meeting the needs of older people and obviously the only way we can do that is to put pressure on to keep some records. I know the public people would like some help in this because I know people like Mr. Ash would like to know better about the characteristics of these trainees and what is happening to them.

I'd like now to introduce Dr. King who comes to us as Asssociate Professor of Child Development and Family Life at Iowa State University. Her subject is "Oklahoma's Statewide Homemaker Services."

DR. KING: Thank you, Mr. Chairman.

A plan to develop and organize visiting homemaker services in small communities in Oklahoma was begun July 1, 1962, by the Family Life Institute of the University of Oklahoma, in cooperation with the Oklahoma Department of Public Health. This project was given financial assistance through a grant from the National Health Services. The project may be objectively viewed as an experiment in vocational education of older women. It was an ambitious project which included community organization and development, teacher selection and preparation, construction of specialized teaching materials and tools, State and community publicity, recruitment of trainees at the community level, organized classes for trainees and evaluation processes.

A committee of specialists from the sponsoring agencies selected 100 small communities in Oklahoma for participation in the project. (This number was later reduced to 20). These communities were selected on many criteria, but the chief criterion was that they have a qualified vocational home economics teacher who would be willing to receive special training and return to teach a visiting homemaker service class in her own community. Teachers and communities were selected early in the beginning year, and one of the first tasks of the project staff was that of communicating the idea of visiting homemaker services to the leaders of the selected communities. This was not a small assignment since Oklahoma does not have established agencies offering visiting homemaker services. The idea was relatively unknown.

A visiting homemaker service is defined as a community service sponsored by a public or voluntary agency that employs personnel to furnish home help services to families with children, the convalescent, the aged, the acutely or chronically ill and disabled persons. Its primary function is the maintenance of household routine and the preservation or creation of wholesome family living in times of family crisis or stress. This was the idea that had to be interpreted to the communities and used in recruitment of the trainees, and it was most important that the image of the visiting homemaker be given as that of a mature woman trained in all phases of family management. These concepts were presented through a series of newspaper articles, information letters and bulletins sent to community leaders, and through organization visits by the project staff to the selected communities.

In order to secure cooperation of the participating communities it was important to clarify and interpret the objectives of the project, explore methods of sponsorship in de-

veloping homemaker services, provide a method of insuring an increasing supply of persons available to provide homemaker services in a community and create a meaningful, worthwhile occupation for a large group of typically unskilled women, thus returning them to the labor force and providing them with a more self-satisfying way of life.

After teachers and communities were selected by the sponsoring agencies, the task of community development was begun. Staff members from the Family Life Institute, University of Oklahoma, worked with each of the selected communities. A community awareness program was begun through a series of newspaper articles, educational TV programs, radio spot announcements, personal information letters to community leaders, and organizational visits in the communities.

It is important to explain that after general TV, radio and newspaper publicity had reached the selected communities, a list of leaders was obtained for each community. Names of these leaders were submitted to the project staff by the home economics teachers, school superintendents, state PTA leaders, and extension specialists working with adult education programs over the State of Oklahoma.

The next step was to gather these leaders together and begin locating appropriate sponsorship for the training program. Each leader was mailed an information letter which explained visiting homemaker services and included a special notice stating that "his community and home economics teacher had been selected to participate in this extremely important program." A special invitation to attend a meeting of community leaders was also included. This invitation specified the purpose of the meeting, time, and location. These meetings were usually held in the public school Departments of Home Economics. The response to these invitations was overwhelming, and in all instances 90 per cent or more of the persons invited were present for the first organizational meeting. All educational materials were taken to these meetings to help tell the story. These included the following:

1. A visiting homemaker smock designed for the State-wide project.

2. An educational manual to be used in teacher education classes.

3. A copy of the certificate each trainee would receive upon successful completion of the community class. (This certificate stated that the program was "under the general sponsorship of the University of Oklahoma.")

4. An identity card that each trainee would receive upon completion of the course. (This card also carried the University of Oklahoma sponsorship statement.)

5. Bulletins explaining homemaker services. These were designed by the project staff for use in small communities where no family service agencies were available.

It should be explained that the many films and other visual materials available were not appropriate for use, most being designed to explain visiting homemaker service programs under sponsorship of agencies in large cities.

Once the idea was fully explained, it was not difficult to locate sponsorship for the classes. Many organizations volunteered. Some of these were PTA Units, Medical Auxiliary, Hospital Auxiliary, Business and Professional Womens Clubs, Town and Country Club, Mothers' Clubs, Civic Clubs, Chamber of Commerce, Home Demonstration Clubs, etc.

Now, for those of you who are social workers, I know this will worry you a good deal because it worried the social workers who worked with this program that we conducted, to think you are going to have visiting homemakers trained and prepared to serve families when you have no agencies.

Well, this is a bit of a new concept, you see. But interestingly enough it works,and today I feel real good to be in this group because we are looking at vocational opportunities, job opportunities, for the older worker without having to look specifically at homemaker service agencies.

The sponsoring organizations served a vital role in the recruitment of trainees. They used many media and methods to encourage local women to enroll in the program, including:

1. Local newspaper stories about the program and classes.
2. Local store window displays devoted to materials pertaining to the program.
3. Local radio station spot announcements.
4. Special newspaper feature stories about the teacher, her education, and preparation for teaching the classes.
5. A booth devoted to homemaker services at the local city and county fairs.
6. Many telephone calls by organization members to women in the community who might be interested in taking the classes.
7. Contacts with local welfare officials and public health officials to help locate interested class participants.

The local organizations were very effective in organization of the community classes, but the homemaking teacher was the key person. Adult education is a part of the regular job of every vocational home economics teacher in Oklahoma, and this project became a part of

the adult education program for the selected teachers. Many automatic advantages ensued. The vocational home economics teacher, as a part of her regular duties, makes home visits, works with adult groups andwith community agencies and is educated to a community point of view. Because of the nature of her work and her responsibilities she was aware of and able to contact many women who would be interested in the visiting homemaker program. Few other community workers would have had such professional opportunities, understanding, and broad acquaintanceship.

The home economics teachers spent the first six months developing the community organization. The following summer, they attended a graduate course for which they received credit from the University School of Home Economics, designed to help them teach the classes in their communities. Further teaching and recruitment materials were developed by the teachers during these summer classes.

Of course, there were many problems in this program in that as it was organized we had three professional viewpoints trying to see this state-wide program. We had the professional viewpoint of social work and the professional viewpoint of nursing and public health, and the viewpoint of education, professional education. And that is an interesting meeting of minds, when you get these three together. And I will rest upon my academic freedoms right now, or test them anyway, and say I think we could do a lot more in our programs today if we could get over some of our own esoteric goals, our own limited ways of looking at things. We get all involved, and one organization has vested interests and so has another, and we are so afraid we are going to step over the boundaries that we limit creativity.

Reports, submitted by the teachers after the completion of all homemaker service classes in the selected communities, showed that the total time spent on the project by each teacher varied from 32 to 200 hours, (not counting time spent in the graduate class at the University of Oklahoma) and that most teachers spent more time on organization, publicity, and recruitment than on actual teaching. Thus, the vocational home economics teachers were very important community workers and were considered as extension members of the project staff.

The recruitment method -- how we got older women in the community -- most of them older women -- to take the training -- was an interesting facet of the program.

This was the appeal: We came in under the sponsorship of the University of Oklahoma. When we met with these women to talk about the program, we took along some of our materials. We showed them, first of all, the "diploma" or certificate that each woman would receive at the end of the training period. This said, "Under the sponsorship of the University of Oklahoma you have completed thus and so course," and it was signed by one of us on the staff and also by the school superintendent and the homemaking teacher. One of the speakers this morning reported on how much the trainees liked to go to high school buildings instead of grade school. Well, we had pretty good response when adults out in communities could feel they were attending, in a way, something that was going on under the auspices of the University. So this brought them in.

One hundred and eleven women in Oklahoma received training in visiting homemaker service in 20 training classes in the 20 communities. Many classes enrolled students from outside the immediate community, so many more communities than conducted training classes now have trained homemakers. Information on age and level of school completed is not available on 17 of the 111 women. The remaining 94 fall into these categories of chronological age:

Age Group	Number
19 or under	6
20 - 30	10
31 - 40	16
41 - 50	31
51 - 60	21
61 or over	10

They fall into these educational level groups:

Educational Level Group	Number
5th grade or under	1
Grade school completed but no junior high	4
Some junior high school but no high school	18
Some high school but not graduated	23
High school graduates	33
Some college but not graduated	11
College graduates	4

The trainees studied the following topics: The Nature and Purpose of Homemaker Services; The Homemaker and the Contemporary Family; Understanding the Aging Person; Care of the Invalid and of the Semi-Invalid Patient; Food and Nutrition in the Family; Understanding and Care of Children; and Management of the Home.

The teaching methods included lecture, demonstration, film, discussions, and field trips. Most teachers invited community specialists such as doctors, nursers, welfare workers, health personnel, and employment supervisors to help with the teaching of the classes, and the syllabus developed by the teachers proved to be a most valuable aid.

In the training in care of the invalid and semi-invalid patient, we didn't give them the LPN training course or teach them to give hypodermics but did teach them to give bed baths, and this was a source of concern to various professional groups because they were sure we were going to do something with training that would upset the whole service area.

But the private physicians who employed these women, hospitals too, were very glad to have them and nobody seemed to object to the fact that they had learned to do a little bit of home nursing and care of the sick. And this was of course one of the greatest needs of families, at least in the communities we were serving.

Teachers were free to offer classes at times and places appropriate to the needs of the community. Most classes were taught in the Homemaking Department of the high school building, but some were offered in churches and in County Health Department offices. Twenty hours of class time was recommended as a minimum, but most teachers reported that they spent 30 or more hours in actual teaching time.

A survey of trainees reported that the unit or lessons on care of the invalid and semi-invalid patient was the most helpful information they received. The next most valued topic was that of nutrition. The least valued was that of understanding and care of children.

At the end of the first year, 21 per cent of the women trained had been employed. A recent survey of teachers and sponsoring organizations reports that all trainees who wished employment have had "dozens of offers." There is a far greater demand than the communities can supply through the classes that were offered. Ten teachers reported they are planning to offer a second training class.

Some of the trained women are working as individuals employed by families, and in cases of family illness, they are supervised by private physicians. The Oklahoma State Employment Security Commission has reported an increase in openings for homemakers as awareness of their availability increases. Others who completed the training have been employed in nursing homes. Others are using their knowledge to look after an aged parent or grandparent in their own homes, thus freeing a few hospital or nursing home beds. A few do this work on a 'good neighbor' volunteer basis.

In the end, these were the principal project findings:

1. Vocational home economics teachers were extremely important community workers and were considered as key members of the extension staff of the project.

2. A university as a respected educational institution, has, for the execution of some varieties of programs, opportunities that are unavailable to other State agencies.

3. Teachers who developed recruitment and teaching materials had the more successful training classes.

4. The more rural the community the greater the response and the attendance at the community leadership organization meetings conducted in the first year of the project.

5. Teachers who had lived in communities many years and are regarded as belonging to the community had the greatest success in developing and teaching classes.

6. Older (chronological age) teachers experienced greater success in the development of their training classes and programs.

7. Communities that had sponsoring organizations composed of social status leaders and representatives of social, health, and welfare agencies were most successful in developing successful programs.

8. Local County Health Departments serve as major resource aids in community development and in resource teaching in training classes.

9. Greater results were achieved when leaders from two or more small communities met together for the initial community development work.

10. Local visiting homemaker training classes were more likely to be successful when two teachers worked together in conducting these classes.

It is believed that many communities and cities can offer this type of training to prepare older women for work in this extremely important area of family service. The results of the Oklahoma Project would suggest that such organization and training will be more successful if offered under the auspices of a college or university. The continued appeal of "specialized training" needs to be made in all publicity, recruitment, and training endeavors. Homemaker Service employment has special appeal for the older woman in that it allows her to work for certain periods of time without accepting full-time continuous employment. This time arrangement allows the worker to have periods of the year when she is free to visit her children, do her gardening, or take time off for personal sick leave. It is a vocation that seems to provide many opportunities for the older female worker.

MR. HOUSTOUN: Thank you very much, Dr. King.

If I can point up a couple of your remarks for the benefit of our summation, I think that it is important that we consider some of the special problems of rural areas where there is a disproportionately greater number of older and poorer persons who need employment.

You have noted some of the jurisdictional problems which have led us to become increasingly program-oriented and perhaps not so people-oriented, and which in turn assumes the solution in advance or assumes the sponsorship in advance. The emphasis you put on community-based programs is important. One of the important products which I trust will go beyond OEO's community action programs is this people-oriented, family-oriented, community-oriented search for solutions as contrasted with some past practices.

One other point you alluded to briefly which I hope we take some notice of in the final summary is the importance of assuring that when we invest public funds in training people for occupations that require relatively short periods of training, we should insist that those employers who are the beneficiaries of this training reflect the increased productivity represented by the training in increased wages.

I saw too much in the early days of ARA training where the hospital was perfectly willing to employ the trained nurse's aide but was unwilling to pay even a nickel an hour more for the increased productivity represented by eight, 10, sometimes 16 weeks of publicly sponsored skill training.

I also would like to direct your attention to a consideration of a number of employment and training programs for older workers which in the past three years have been sponsored by the Office of Manpower Planning, Evaluation and Research in the Department of Labor. You will see in your program on the last page Miss Augusta Clawson is listed as Chief, Project Service Branch, Office of Manpower Planning, Evaluation and Research, OMPER. Miss Clawson has a great deal of information on the experimental and demonstration manpower programs -- I think some dozen or more -- which OMPER funded and many of which the National Council on Aging helped to organize.

We have another resource with us today in the back of the room, Dr. Robert McCan from the United States Office of Economic Opportunity, and I hope he will feel free to make some comments at the conclusion of the panel.

Finally, I commend to your attention the book -- "New Jobs for the Poor," by Reisman and Perlis, which talks about the great need to develop the intermediate non-professional or sub-professional jobs in the public sector and in the private.

And now, I am going to call on Miss Eleanor Fait who is the Older Worker Specialist of the California State Employment Service in Sacramento. Her subject, "The California Innovations." Miss Fait.

MISS FAIT: The California innovations can best be described as actions to translate the mass of new information in the geriatric field into specific projects to improve the employment opportunities for older workers. We are doing this in three ways: by Policy, Program and Legislation.

1. Policy

In 1964, we abolished from our California State Employment Service operating policy the concept that there are any "bona fide occupational qualifications" in a job having to do with age; in other words, the concept that age and ability to perform a task are necessarily related. It is true that this phrase, "bona fide occupational qualifications", appears in all the legislation on age discrimination, including the California law, as well as the Presidential Order on age discrimination.

But this phrase sounds somewhat different to the people on the hiring-and-firing line of the Employment Service than to the legislators. To our interviewers, it means that an employer can say, in placing an order: "A woman of 50 can't stand all day". "A man in his 40's is too old to train for this job." "A secretary of 35 can't get along with the younger women in the office." "No one over age 27 can do this work." Any law or policy containing "BFOQ" gives the employer exactly what he needs to perpetuate this overt discrimination on a legal base.

We know that chronological age is a poor index of capability. For example, consider physical fitness. Evidence has been presented to prove that physical fitness is determined much more by training than by age. The capacity of the body to effect physiological adjustments to training is retained almost to the limit of the span of life. Energy reserves and sheer muscular power vary greatly among individuals of any age.

Creativity. There is no uniform pattern of decline in the creative process due to old age. Persistent and new creativity may be observed in some individuals, as well as its decline and extinction in others. There are many instances of newly-developed creativity in old age and examples of creative individuals who ventured into new fields in old age.

Rate of Aging. Physical changes come about gradually; they do not occur at the same time in any one individual; nor does any group of individuals age at the same rate.

Personality. The older employee tends to have a greater sense of responsibility toward his job and his employers, he is more likely to be objective about personal goals and capabilities; he has increased social intelligence including the ability to understand and influence others.

Speed. There is no proof yet that older persons cannot increase their speed of performance and learn new skills under appropriate conditions of motivation and practice.

Let's take the 100-plus group. Four hundred beneficiaries of the Social Security Administration rolls are 100 years of age or older. More than 300 are getting benefits based on work they did after they were at least 75 years old. A dozen of these people are still employed or self-employed, and the oldest is 120. One of them retired last year as sling man on a longshore gang in Seattle --at age 105.

Time magazine's book reviewer recently had fun with a new book by Upton Sinclair. Mr. Sinclair's reply to this was printed on the Letters Page and follows:

> "Sir: I am 84 years old, have perfect health, a darling new wife (aged 80), and I have a new book that is going all over the world. Half a dozen old books are being reprinted, and Disney is doing one of them for the children of the world. Tellyour sprightly reviewer he may have all the fun he pleases with me."

Let's return to "BFOQ" in California and how we got rid of it! As I said, our law on age discrimination, which became effective in 1961, contains that phrase. Shortly after the law became effective, this phrase became very troublesome in our order-taking procedure in the local offices. We asked the cooperation of our medical director in examining selected cases wherein the employer had used the loophole of "bona fide occupational qualifications" to place an age restriction on an order. After a two year period of close observation, both technical and medical, we agreed that there was no evidence to indicate a correlation between age and ability to do the job. We then abolished the operating procedure whereby an employer could place such restrictions on an order and, if he insists, we discontinue service on the order.

An actual local office example of how we proved to our own satisfaction that there is no such thing as BFOQ: A chemical firm placed an order for "cylinder-filler--chlorine gas", with an age restriction of under 35 years, based on tolerance to withstand chlorine fumes. Our local manager contacted the Industrial Safety Commission and was told by a safety engineer that the maximum tolerance to chlorine gas was higher in the younger age group. The order was then referred to Sacramento headquarters for a decision. We requested a medical opinion. The Medical Director's report, in part, follows:

> I contacted three doctors. Two of them are outstanding specialists who do nothing but study and treat diseases of the chest. The third doctor is one of the most outstanding internists, and he, at one time, believed that certain respiratory diseases might be benefited by the administration of chlorine. So you can see that he is in a position to give a sound clinical opinion.
>
> The chlorine therapeutist felt as firmly as the other specialists that he had never seen any decided difference in tolerance to chlorine between the relatively young and the relatively old.
>
> Shortly after this report, our medical director attended an institute of the California Medical Association and put "our chlorine problem" to a national authority on chest diseases. He agreed without any reservations with the conclusions of the other doctors -- that age has no relationship to chlorine tolerance.

We went back to the employer with this information and he accepted it. What he had not told us was that these cylinders of chlorine weighed 100 pounds each and that any person referred to his company should be able to life such a cylinder.

We know that there would be teenagers and men in their early twenties who could do that job--and there would be teenagers and men in their early twenties who would injure their backs for life trying to do this--and there would be older men who were used to heavy work and "know how to lift" who could do this job easily.

We no longer penalize the ones who can because of the ones who can't--whatever age. We are well aware of the new breed of American worker in his second prime of life. 255,000 65-plus workers are at work in gainful employment. About 2,000 a month register with us for new jobs. The oldest applicant placed by the California State Employment Service in 1964 was a man 86 years old; in 1965, a woman 92 years old. And we are very interested in protecting their right to work in this "child-structured society" as long as they are able to do so.

2. Program Innovations

Three jobs have been selected, which were considered innovations when we developed them, to illustrate how jobs can be created in direct response to needs which employers express.

Homemaker, Family Aide

We became aware of a tremendous unmet need when people called us to express concern about elderly parents and relatives who "insisted on living alone" but needed some sort of assistance. "Did we have anyone who would look in on them to make certain they were all right?" "Perhaps do their shopping, or take them to the doctor, or prepare a proper meal and sit with them while they ate it--just an hour or so a day." Simple--life-saving tasks--but we had no way to answer these requests. We decided to try to create a job to fit this need; a job of one to three hours duration, no heavy housework, requiring a great deal of judgment, paying an hourly rate considerably above any domestic wage. A car was a requirement as well as a willingness to invest two weeks time in training. But whom to recruit? Domestic workers were not interested, nor were they qualified to carry out the responsibilities in relation to families, guardians, attorneys, etc. We decided to try to interest retired teachers, social workers, nurses and women who had had responsible jobs in the business world. When the first announcements of the service appeared, we were swamped with applicants with these backgrounds.

For training, the American Red Cross came to our assistance with supplementation from adult education, public and private agencies and college resources in various

parts of the State, depending on the locality. Training includes Psychological Aspects of Aging, Physical Aspects of Aging, Laws Relating to Aging, Community Resources. Geriatric First Aid, High Protein Diets, Relationship to Physicians and the Visiting Nurse Service.

The Sacramento Office, where this program originated, has given continuous service for six years with two classes a year being trained. This idea has spread throughout the State,and Los Angeles County, at the present time, has Family Aide service in every section. One class a month is being trained for this area, alone. Each class includes 20 to 30 women.

Senior Home Repairer Program

This program came as a result of requests for "someone" who would put up a shelf, or fix a screen, or a leaky faucet, etc. This time we decided to recruit the so-called superannuated members of the skilled trades who had either retired to draw a pension or were no longer being dispatched from their union halls. Here again, we obtained an immediate response. The original group recruited for this purpose selected the name Senior Home Repairer. These men have their own transportation, usually a pick-up truck, and the tools of their trade. They are paid an hourly rate amounting to about half the union rate for the area. The number of jobs each man is given is tailored to his pension or Social Security requirements. The unions have welcomed this program since it does not interfere with the regular dispatching of union members, who are not interested in jobs lasting an hour or two; or the regular work of contractors in these trades. The Senior Home Repairers are an active, delightful group. The oldest is an 81-year old roofer. Eight of our offices have this program.

Keeper

The job of "Keeper" for the Los Angeles County Sheriff's Department was developed last year as a result of a discussion with their personnel section, our Older Worker Coordinator and Occupational Analyst. Out of these discussions came the job. The Keeper has custody of and safeguards buildings, grounds, equipment, materials or vehicles which have been impounded by the Sheriff's Department. He accepts cash payments and cash bonds for release of property. He must furnish his own transportation. Assignments may last from a few minutes to 12 hours. The fee is $12 per job. He can average from $3-4,000 a year. The recruiting effort was directed to the retiree group in Los Angeles County and solved what had been a serious problem for the Sheriff's Department.

We are "true believers" in the value of the self-help groups, as well as in direct placement, wherein the participants learn how to improve their job-search techniques. We have a nationally recognized program for executive and managerial personnel called Experience Unlimited which provides an opportunity for these men, whose job search is

an extremely difficult undertaking in the current labor market, to discuss their mutual, job-related problems and inform themselves about employer demands, industry shifts, occupational outlook, etc. It has been a continuous program since 1959 and we now have chapters operating in seven metropolitan offices. Many business enterprises result from these chapter contacts; it is not unusual for several members at a time to leave the group to establish business and consulting services of various sorts. One such group is currently serving as management adviser to the board of directors of a large retirement housing project.

3. Legislative Innovation

We have achieved close coordination between our Department and the Citizen's Advisory Committee on Aging, our State Commission on Aging, to effect legislative changes for the purpose of improving the lot of the older worker. During the 1965 session of the California Legislature, we made our first try. Although our efforts were somewhat tentative, we did accomplish these things:

a. Introduction of a portable pension law which also provides for regulation of private pension plans, now under study by the Legislature.

b. Statements from the California Legislature to Congress about increasing funds to the Manpower Development and Training program for the express purpose of training older adults, and lifting the earnings limitation imposed on persons drawing Social Security benefits.

c. A study, now underway, of public agencies--city, county, special districts, State and Federal--and their use of upper age limits as requirements for employment.

d. Preparation, now underway, of a curriculum on Pre-Retirement Preparation for use of schools, labor, management and government.

This legislative activity was based on a one-year study in 1964 in which many aspects of the older worker problem came under scrutiny. This study was also done jointly by our Department and the Citizen's Advisory Committee on Aging.

It is my understanding that Commissioner William Bechill will discuss both this study, published as "A Survey of the Employment of Older Workers", and the subsequent legislative activity in his remarks, so I will conclude by congratulating the National Council on Aging for organizing this fine conference and providing a platform for a variety of points of view about the older worker.

MR. HOUSTOUN: Thank you, Miss Fait.

Again, if I may, I shall exercise the privilege of the chair and point up some of the points you made, a great many of which I think had real policy implications for us. First, the value of implementation of the legislation which you talked about, not just to protect the rights of older workers, but to establish a rational basis for legitimate job discrimination.

I think you also pointed up some problems which need to be met head-on. Many people have talked for a long time about the need for home repairs and neighborhood rehabilitation. Too many of us have been scared off by the old bugaboo of "union problems". That doesn't mean that I don't think there are not sometimes jurisdictional questions involved, but I think very frequently we have allowed that assumption to dissuade us from acting.

I have noticed in the last few years that the attitudes of building trade leaders in certain sections of the country have changed. What we thought was radical three years ago, in proposing that minority group members be prepared for apprenticeship rather than screened out in advance of apprenticeship, has now been adopted in some New York craft unions. Perhaps some things we are speaking of in the home repair area might be negotiated with some of the union leaders to their benefit as well as to the benefit of some older people who are not privileged to be craft union members.

The emphasis you have put on imagination in job-finding is particularly important, and particularly the benefits that can accrue from imaginative examination of our public programs.

The Small Business Administration developed a corps of older businessmen as consultants called SCORE. The knowledge of older businessmen helps new small businessmen, particularly minority group businessmen, going perhaps into their first small business venture and provides a useful outlet and earning opportunity for the retired businessman.

I think, though, we have to remember that we have several categories of older people, and not all of them are adequately educated to take advantage of some of the programs that we have discussed today. We may for some have to create employment opportunities and at the same time make educational upgrading a part of that new employment program. The first level of employment that we can get for them may not be the height and extent of their ultimate capability, but if we can build in remedial education as well as on-going training for some of these people over 45, with 20 years to look forward to, we won't have to regard a placement at 45 as the last opportunity. There must be upgrading possibilities as well.

We should watch, as Miss Fait indicated, the public sector. There is no part of our labor market which discriminates more rigidly than government, and the causes of that discrimination are sometimes good, sometimes bad. The merit system which we adopted to protect us against the spoils system has set up rigid classifications, often more rigid in their application than they are in law. And we have seen a few experiments around the country, including that in the Patent Office, where new categories of employment can be created for older persons with less education.

Mr. Ash said earlier that 10 per cent of all MDTA trainees were over 45, and I find that as of today 15 per cent of all persons presently unemployed are male workers over 45. Is that a fair interpretation of the figures?

MR. ASH: Yes.

MR. HOUSTOUN: So there is some gap there. But the real gap, of course, is in long-term unemployment. And a quarter, that is 25 per cent, of all persons in long-term unemployment -- that is to say, 15 weeks or more -- are male older workers. One-quarter of all persons who are long-term unemployed are 45 years and older and male.

I would like to introduce as the last panel speaker Mr. Jack Ossofsky who has for the last year been struggling with some of the front-line problems in training and employment of older people, and particularly the older poor. Jack is an extremely versatile man and I think this is one of the reasons this program has been going so well. He brings to it a number of disciplines and a great many friends.

He will tell us about "A Model Plan for Older Worker Training and Employment Under Community Action Programs."

MR. OSSOFSKY: Thank you, Larry.

I would think that most of us would agree that probably the newest development in the employment area and the newest tool that deserves greater application is the war against poverty. It is the newest tool available to us legislatively, perhaps, and it is the one that has yet to meet its great potential as far as older workers are concerned. And those of us who have been working in one way or another in the field of aging saw the great potential of this dynamic new enterprise, this new agency of government and all the concepts that went into it, as a most optimistic and productive device for marshaling community support, for re-grouping effort, both public and voluntary, and for re-examining the ways we have been doing things for a long time.

I am particularly concerned with the fact that over half of those considered poor by any measure, no matter how conservative or liberal that measure may be, are 45 years of age or over. At least 20 per cent of all the poor are over 65.

I am concerned, too, with the fact that 80 per cent of the 65-year-and-older population who are poor, according to a study made in 1963, remain poor. And 55 per cent of those 25 to 45 who are poor, remain poor.

It is thought that the struggle against poverty, whose aim was enunciated as alleviating poverty or preventing it, would play a major role in dealing with the poverty that afflicts so many of the older workers.

It needs to be said, however, at a meeting particularly where we are evaluating progress that has been made and achievements that are yet to be racked up, that the struggle in this area is just beginning to get underway. The potential that could be realized within the massive strength and mobilization of government and private enterprise, private endeavor, the voluntary and public agencies in particular, has not yet been mobilized in this direction.

This must be said particularly sharply in view of the great publicity and concern that has been devoted to such programs as the Job Corps, the Neighborhood Youth Corps, the neighborhood service organizations, and the great summer employment programs, all of which have been aimed specifically and vigorously at the creation of employment opportunities and training for young people. The notion has been expressed in many ways that the purpose here is to break the cycle of poverty, so that young people will not live again through the poverty cycle of their parents and grandparents. In view specifically of those few statistics that I mentioned earlier, we cannot as a nation undertake to forget the poverty that currently confronts those parents and grandparents. Yet the war against poverty has until now done very little in this regard.

As a result of its concern about this, the National Council on Aging just about a year ago met with the Office of Economic Opportunity to discuss the need for greater emphasis on work in this area. And as a result of those discussions there came forth, as so often does from such unions, a contract. That contract provided for the National Council on Aging to supply a number of model programs, to indicate ways of providing two things: first of all, examples of how older people might be employed; how the Community Action agencies might be assisted in developing specific programs in this area; and secondly, and related to it, examples of the kinds of services that could very well be launched by the Office of Economic Opportunity to provide services to meet the poverty conditions of older people.

No one -- and let me say this categorically at the outset -- nobody who has been involved in this area of work has any illusion that all older people can or are able to or want to return to work. However, all of us believe that there are enough older people capable of working, and all of the evidence described earlier in this panel provides additional support for the notion that those who want to can be trained, and that the job opportunities need to be found, or what is perhaps even more important, need to be created; and that the creation of those job opportunities can in many places be furthered by examining the services that the communities have needed until now.

It is, after all, the scope and purpose of the war against poverty, in the variety of legislative acts that go into this total package -- not only in the Office of Economic Opportunity -- to supply the varied services needed by the poor, to reshape and remold those services, and to provide funds to support the development of those services and that reshaping where it is needed.

A large measure of the effort put in so far by the National Council on Aging on these particular model programs and the direction of these programs has been in the area of job

creation, in the providing of services which a community may have needed for a long time but had no funds to launch.

Also concerning us here was the opportunity and the possibility of providing new services that flowed from the legislation being enacted in the course of fighting the war against poverty. We have, up until this point, submitted four specific model programs, although a great number of other programs have been developed by our work with individual communities. The four programs, I think, spell out the areas in which we think it is possible to operate within the war against poverty.

The first of these came from our examination of the experience of the employment services that have been working, on a voluntary basis in the main, on behalf of older workers. Our findings have convinced us that most of these programs, useful, valuable, and significant as they were, had taken very few pains and made very little effort to reach the older poor. By and large, examination showed that the employment services, which all of us have touted for many years it must be said, dealt in the main with the person who had a specific skill to sell, the retired businessman or executive, or the skilled worker. They rarely, if ever, reached out to the community where the poor were. They waited for the person to come for the service.

Of course, the same thing could very well be said of a lot of the health and welfare agencies of our communities. This has, after all, been the basic pattern of providing services in our communities until now. We provide the service but it is up to the person who needs it to come and get it.

The new element we have tried to build into our model programs, and the new element we believe is consistent with the whole program of the Office of Economic Opportunity, is a strong out-reach program, a vigorous out-reach program, call it case-finding if you will, literally going into the community, housing the employment service in a store front, in a neighborhood center, in any facility that is located right where the older poor themselves are located, but in addition to just locating it there, taking some vigorous new steps to reach the people whom we want to serve.

And of particular significance as far as the older poor were concerned, we felt and still feel, is the need to develop programs which encourage people to try for a job, encourage people to come in and get the counseling, encourage people to come in and help run the agency and institution itself, this particularly because so many of those that we're concerned with serving have in many instances given up any hope of getting any work.

While it is true that the greatest source of income for older people, 65 and more in this instance, is still employment, that truth is really a half-truth of the circumstances involved that reflects not the great numbers of older people who are employed nor their great income, but rather the low level of Social Security benefits and public assistance that most older people are living on.

At the same time we have had enough evidence to show that where job opportunities are available, it is possible to place considerable numbers of older people, and it is possible too, with proper motivation, to get people to come into the centers and to participate in the program.

Now, of the 30 to 40 communities that are currently implementing one or another of the programs we have currently submitted, only some 12 picked up on this particular program which we called the Senior Worker Action program. What we built in here, too, was not just the notion of out-reach and job development -- and I will touch in a moment on some of the suggestions we have made for job creation, many of which are the kinds of things mentioned by other speakers this afternoon -- but one of the important things we have sought to emphasize is the importance of finding ways of involving the older people themselves in the actual operation of this Community Action Program. And our hope is that we can, as a result of this emphasis, make clear to other Community Action Programs the possibilities and potentialities that exist for employing older people in all levels of the Community Action Program itself.

Let me read for you just quickly some of the job opportunities that we spelled out as possible sources of employment, and I think you will find they touch on broad things that probably all of you have thought of at one time or another. We have suggested this list, not because we thought it was all-inclusive, but rather because we thought it touched on the new areas of employment opportunities that local communities might examine and might give them a lead as to other things that might be most appropriate in their situation.

Aides in schools, assisting teachers and relieving them of certain teaching and clerical tasks.

Assisting in day-care centers, in senior centers, in hospitals and other institutions.

Working as community organizers, contacting individuals, organizations, business, assisting in organizing groups to serve various age groups. For example, perhaps in the development of some of the other models we have spelled out, such as the feeding of older people, providing low-cost nutritious meals, perhaps the organization of low-cost consumer cooperatives and clinics.

Working as companions, friendly visitors for youth and older people.

Now, this brings us to the area of types of employment that have often in the past been the traditional areas for volunteer service. It is the emphasis of the model programs that we have submitted to say to the normal dispensers of these services that there are funds available to provide these services through the Office of Economic Opportunity, and that those funds should go not just for the staffing and professional areas of competence in the develop-

ment of the program, but that the bulk of the money that is submitted to a local community for such programs should be used to reach the older poor themselves, and that many of the tasks that in the past were normally considered volunteer tasks, many of which, by the way, have gone begging for volunteers because people didn't have the funds for lunch or for carfare, should be looked at from the point of view of providing paid opportunities for some of the same people.

This is not to suggest that the National Council has in any way modified its position on the value to the individual or the community of volunteer activities, but rather that this is an opportunity to get funds into the hands of the poor, and that those employment opportunities ought to be created not just to spend time but also to earn cash.

> Counselors for various age groups, counselors about work itself, about other community resources, but follow-up and sub-professional work to assist case workers, and even visiting nurses.

Of course, we are talking again about the sub-professional categories here which have often raised the ire of some of the professional groups, about making it possible to spread a little further the professional competence in those areas where the professional competence is really needed, and to use trained sub-professionals to do the other tasks.

I could read you more and more of these. I list them only to give you an idea of the specific things.

What has happened to the general programs?

Well, let me spell out one of the other programs, the second one that was submitted, and that was the project entitled TLC, Tender, Loving Care. The notion behind this was to spell out how older people might be utilized in a great variety of settings to serve young people, and, at the same time, to spell out opportunities to give service to people in all age groups in a variety of institutional and non-institutional settings.

Strongly related to this program, and developed at the same time, and one borrowing from the other in some instances, was the program announced as the Foster Grandparent Program by the Office of Economic Opportunity, and ultimately funded and administered through the Administration on Aging.

The Foster Grandparent Program provides in its immediate implications, specific examples of how older people can work in hospitals, in foundling institutions. The model we prepared listed other settings in which older people could be put to work, with a minimal period of training but with a maximal long-term employment potential.

Perhaps the most successful proposal that was submitted in detail by the Council was one that has currently been implemented on a national scale. This one was called Operation

Medicare Alert, and the purpose was along this same theme of seeking to develop employment opportunity for needed services. It spelled out specific ways of utilizing teams of older people in the community where the elderly lived, specificially again, the older poor, to see to it that they were fully informed of the benefits of Medicare and had an opportunity to sign up for the voluntary program if they chose to do so. While detailed technical information in most cases would be provided by Social Security Administration staff, older people would be utilized to organize the meetings, do the home visiting, escort older people to the meetings, and bring to the Social Security Administration lists of those who could not come out of their homes.

Now, in discussing what has happened to programs for the elderly within the Office of Economic Opportunity, it must be said that by and large, because the general tone of programming until now had been emphasizing younger people, there had been an impression created, even for those of us working very closely with these programs, that the staffs of the local Community Action agencies, first of all believed that it was their task to work only on behalf of young people, secondly didn't know what could be done, and third didn't think there was really anything for them to do in this field.

When Operation Medicare Alert was funded as a national program (the only one of these programs given national impetus by the Office of Economic Opportunity), we found that within a week's time 490 communities submitted requests to implement it. And in our visits to the regional offices we heard Community Action Program director after Community Action director get up and say, "This was exactly the kind of lead we needed." It gave some funds to each community to get the program started, but more important it gave two other things. It made clear to the local operators of Community Action Programs that Washington really was interested in the older person; and secondly, it gave them a handle they might latch on to and use. It gave them something specific that could be implemented.

This program basically is still a very modest one. The funds to be utilized in individual communities are very few. A great number of people will have to be volunteers to make this program a success. But most important is that for the first time there was a national program which reached great numbers of communities -- unlike the Foster Grandparents Program which was announced to reach some 60 communities and so far has been funded in some 20 communities. The Medicare Alert program, we believe, will go into between 300 or 400 communities, perhaps all 500 that have asked for it.

The other thing that has flowed from this is that for the first time Community Action activities have been able to see the possibilities of using older people to do some of the community legwork, some of the contact and organizing work, not just to serve the elderly in this program, but the potential for doing this for other age groups as well.

In the course of discussing this program, one of the people responsible for recruiting for the Job Corps called and asked, "Why can't we do the same thing to help follow-up on Job Corps recruits and to reach the parents of the Job Corps recruits who often don't know what their kids are signing up for and are wondering what happened to the kid when he left for camp."

Now, it is our hope that the implementation of the specific employment models themselves will lead to other programming, but specifically that this one program, Medicare Alert, will open the door for great numbers of Community Action agencies to see their potential, after they have gone door to door to see how older people live, for providing the many kinds of services that are needed there and need to be funded.

One of the other programs now being discussed by the Office of Economic Opportunity, which will no doubt be funded in a comparatively short period of time, is one which grows out of the needs, again, of Medicare, but long-range needs, not, as in Medicare Alert, a short-time informational program, and that is the great need for home health workers. As you know, the Medicare legislation provides an opportunity not just to get coverage for hospitalization and extended institutional care thereafter, but also for visits by a home health worker. And yet our country is completely unprepared for the enormous need, which some have estimated as high as 30,000, for home health workers in this field.

Months ago the Task Force on the Older Poor of the Office of Economic Opportunity, which Chuck Odell chaired, urged the Office of Economic Opportunity to launch this program -- to launch it months ago so that by the time Medicare was operative, under both Titles 18 and 19 of the law, we would have some beginnings of the kind of staff needed.

Well, that program is just now beginning to move within OEO. The goals here are to train up to 10,000 home health workers, in the main middle-aged and older people, to provide them with a short period of training and some on-the-job training, such training to meet the standards required under the Medicare legislation as the Public Health Service ultimately defines that, but to put these people to work -- not necessarily as was described in Oklahoma in an unstructured way, but through the institutions that provide home health care, for Medicare and for others who need the home health care services. In this particular field OEO has another employment responsibility, one that needs to be examined, I think, when we look at the results of the Oklahoma situation that was described. Twenty communities ended up on the average employing one person -- with 21 people ultimately employed.

DR. KING: I should have said 21 per cent in the first year, which isn't much more.

MR. OSSOFSKY: That is a little better; thank you.

But I wonder if part of the problem was not precisely that there was no institutionalizing of that employment. Isn't there some means of providing secure, year-round employment, some means of guaranteeing a good wage, some means of providing Social Security coverage and Workmen's Compensation coverage, some means of providing paid vacation time to workers who by and large were called in when grandpa was too sick to be taken care of by a member of the family. It was when the dirty work had to be done that a so-called home health worker was called in in the past.

What needs to happen here is to provide, first of all, better training and a higher grade of service, but equally important, a setting through which the needed service can be provided

and secure and good jobs can be provided for the people who have been trained to do the job.

In the home health field our hope is that the demonstration periods and the experimentation will bring us not only thousands of trained workers but thousands of trained workers who have got some notion that they are going to have a job at the end of their training and a job that will give them assurance of future employment as well.

Now, these are just potentials that are being started with the Office of Economic Opportunity. The potentials of providing jobs in areas of Senior Centers, multi-service programs, of highway beautification, for example, of the development of whole areas of community betterment, of home repair work -- the kind of thing that was mentioned here as taking place in California, to rebuild, refurbish the home in which the poor live -- all of these potentials remain potentials, well after the institution of OEO which has existed for more than a year.

If we are going to talk about what needs to be done, how we can improve programs, I believe we have to look very carefully at the need to provide additional funds, additional staffing, specific priority in the Office of Economic Opportunity to work on behalf of older workers, to create job opportunities for the parents of the youngsters being sent to Job Corps camps and the like.

If we are to realize our potential, too, we need to take a look at the nature of the work that has yet to be spelled out, to do a little bit more research into what the needs of communities are, getting the communities to really express them more vigorously. And it needs to be said that if this job is to be done by OEO we cannot look now at this period of budget crisis in the government for cutting back on the budget for programs like the Office of Economic Opportunity, but rather for strengthening those budgets so that the work that is properly being done for young people is not cast aside in order to serve the elderly, but rather that that work that has been done so far to create training ppportunities and employment opportunities for the young is maintained and expanded and at the same time that the work in the field of aging is maintained and expanded at a much more accelerated pace.

If indeed older people represent the enormous proportion of 20 per cent of the poor -- and I am not so sure that is not too modest a figure -- I am not necessarily ready to say that we have to have 20 per cent of all the funds going to the elderly. Perhaps what we really need is much more because the job may be tougher and the potentials a little more difficult to realize. And it may not be that we need a dollar-for-dollar proportionwise allocation of funds. But certainly OEO needs to change the disproportionate discrimination against the elderly that has characterized much of its activities until this time.

I do believe that we have in the Office of Economic Opportunity a very important new tool for the development of employment opportunities, for the placement of old workers, for the training of older workers. I think that tool needs to be used much more than it has been up to now. It needs to be sharpened; it needs to be properly equipped; and then it will be able to do some of the things that it could do for the country.

Thank you very much.

MR. HOUSTOUN: Thank you, Jack. You have more than justified the build-up. We have a question from Mr. Charles Odell.

MR. ODELL: Where does the responsibility lie, in your judgment, for the development of a concept of leadership in connection with what you call the institutionalizing of employment opportunities for the group we are talking about here, not only in the specific terms that you mentioned, but in terms of many other kinds of jobs which in the European economy, for example, have a certain amount of status and acceptance and recognition, but which in our economy do not, simply because we have never grown up to the point of accepting the fact that even if formerly you used slaves to do the work, you now have to pay a decent wage since you no longer can use slaves.

It seems to me that if it is valid for government to be concerned about helping small businessmen, it is valid for government to be concerned about helping people who are exploited to organize and institutionalize and dignify the concept and acceptance of the work they do, and to get paid decent wages for it, and to also acquire acceptable standards of training and recruiting and everything else.

Where does that responsibility lie, and how do we promote that kind of institutionalization?

MR. OSSOFSKY: I think you answered it in your question, Chuck. Obviously if we subsidize the airlines and oil companies and shipping companies, we ought to find some way to subsidize the institutionalization of this kind of employment. I think this lies in two areas. In some cases it is local but I think the tone for it, the agreement that this needs to be done, has to start from the Federal Government. I don't think that has happened up to now. I think it lies in large part with the Department of Labor, but I think in large part it could be done by the OEO in some of the specific cases where the OEO gets into the picture. A lot of it lies, too, I think, with what those of us who work in the field do locally. I am not sure all the burden can be put on the Federal Government. I think in some of these programs the institutionalizing employment opportunities will flow from how we use the people we train, what we build into the training component and guarantees for employment.

I for one would strongly suggest that no program for training be funded if it does not have at the end of the period of training some pretty good assurance of employment at a good wage, some notion that we are going to end up not just discouraging those we have encouraged to get trained, but that we are encouraging them for something real. And one way to implement that, Chuck, I think, would be to insure that in those contracts and training programs that are developed, there is written in an assurance by those doing the training that the people will be properly employed at the end of that period of time.

MR. HOUSTOUN: Jack, as I see it, what you are saying is that "reasonable expectation of employment" be replaced by "reasonable expectation for at least minimum adequate

compensation," -- a qualitative as well as quantitative value.

MR. OSSOFSKY: Yes.

MR. HOUSTOUN: You made a very strong point that the public programs such as the Economic Opportunity program, the Manpower Training program, Vocational Education, Adult Education, and the rest of them, need to be substantially expanded if they are to meet the kinds of needs that all of us see in our everyday working experience. And I think you were also emphasizing that in trade for the support that NCOA should give to this kind of expansion, the various program Administrators should set clear-cut goals in terms of the needs of the older worker. For example, if 25 per cent of all the long-term unemployed are older workers, someone ought to be in a position, perhaps an interagency group in the government, to determine what it will cost over the next few years to reduce that figure and make some meaningful impact on the rate of long-term unemployment among older people, and then to plan and act accordingly.

But it seems to me that besides giving our support for this kind of expansion, we also ought to get some knowledge about how fast we are going and where we are going and what percentage of these people are going to be reached in the process.

There is one other point I'd like to underscore that you mentioned, which is the advantage of involving the older poor or the older worker in the planning and development and operation of these projects. I think if there is one important, new concept coming out of the Community Action Programs, it is that the "clients," the "customers," as the private sector calls them, the older people, can make immeasurable contribution to the development of these programs.

When you ask some of these older people what kinds of programs they want, they often don't come up with the same pet project we think they ought to want. And we can save a lot of time, trouble and excuses about poor motivation if we give them the opportunities they want.

We can also perhaps improve the way in which we present some of these programs if we discuss projects with them in advance. I am not talking about a kind of public condescension -- "We will talk to you people every so often." I am proposing discussions with the "customer" on the basis of equality, rather than as a supplicant for a service or some form of assistance.

I think we have to develop in our communities, both urban and rural, some kind of regular dialogue with the people who are receiving public services, to find out how they want them. We need to employ them in these programs, too. It is amazing how practical the discussion gets when you have one of the people who come from the "customer" groups sitting around the planning table with you or employed in the programs, perhaps as one of the people who is case-finding. These people bring back a much different view of reality than the youngster of 21 with an A.B. degree from the second fifth of the family income scale. They add a note of practicality and reality and a clearer vision of what the problems are in the fifth floor garret in the back where the old lady says: No, she don't want it.

Jack is building up a body of literature in the course of his work, which is available through NCOA. You can write Jack Ossofsky, NCOA, and receive copies of these project descriptions. Some of this material you can also get from the New Jersey Office of Economic Opportunity. Many of the projects that have been discussed today were summarized in the New Jersey report which was intended to serve as a community workbook. Reprinted in it is the first report of the Task Force on Problems of the Older Poor of the Office of Economic Opportunity.

I would like just to take a minute before we open the floor to questions to thank and introduce Mrs. Edith Verant who is our recorder. She is the Director of Special Applicant Services for the United States Employment Service in the District of Columbia.

I would also, at this time, like to ask Mrs. Maxine Stewart, who is in this case my strong left arm, from the Bureau of Labor Statistics, to comment briefly on some of the occupational implications.

MR. STEWART: I have no comment to make on the remarks of the speakers that you have just heard. I thought their presentations were all very stimulating.

I do want to urge you in your planning to make use of the Bureau of Labor Statistics occupational projections. We project employment by broad occupational groups, for about 10 years ahead, and then make detailed assessments of the occupational outlook for about 700 occupations.

I notice that in his presentation this morning, Mr. Belbin mentioned that in Sweden, where the training program for older workers is so successful, they rely very heavily on occupational projections for determining where training programs should be developed.

So to the extent that the BLS projections can be useful to you, we certainly would be happy to make them available upon request.

MR. HOUSTOUN: Thenk you. I want to just emphasize that Mrs. Stewart is here as a resource to you on occupational matters, and then to open the floor for further questions. We had one question from Mr. Odell, who in effect said: On whose back is the monkey? Mr. Ossofsky said, "Well, it is on a couple of backs.?

Would you identify yourself for the benefit of the stenotypist.

MISS HELEN B. HAMER (Chief, Program Development Branch, Bureau of Family Services, Department of Health, Education and Welfare): I am with the Title V program, and we have been working with adults and a lot of older workers. I want to ask Mr. Ash if there is any future for older workers in the so-called agri-business field which is an up-and-coming employment area in connection with agri-culture, isn't it?

MR. ASH: I would think that there is. You know, under Social Security, farmers look forward to a day of retirement, but I am informed that on family-owned farms where the young men of the family take over from father at a suitable retirement age, father never really does quite leave the directing hand of the farm operation to the boys. This bespeaks, I suppose, a vigor and continued interest, and why this could not be applied in the field of agri-business I don't know, especially since I suppose -- and I don't have my figures at my command, but I suppose -- there are about as many people engaged in off-farm occupations that I think you are referring to as are engaged in farming itself. At least our immediate concern is this in training young people, and I see no reason at all why this wouldn't be a fertile field.

MISS HAMER: Has the vocational training done enough in that field to be helpful to us?

MR. HOUSTOUN: The question was: Do we have enough experience in vocational education yet in this field?

MR. ASH: Experience is being gained. About three years ago, more than 20 states accepted a particular responsibility to study off-farm occupations. First of all, what do you call them? You know a person with a given job title in Arizona might do quite a different series of chores than a person having that same title in New York State. These things were not standardized. Somebody had to find out what you call a man who does this and then make an analysis of what he does to earn his living effectively, and then develop a training program around that job analysis, you see.

Ohio State University, under a contract with the Office of Education, is just now summarizing these studies and putting the findings in such shape that States can use them for training purposes. So my answer to your question is not yet, but it is an on-going thing in which we look forward with some high hope to success.

MR. HOUSTOUN: Yes, sir, in the back on the right.

MR. EDWIN S. PRESTON (Editor, The Health Bulletin, North Carolina State Board of Health): This may seem a tangential question, but do we help ourselves in achieving our objective, of training particularly, if we refer to those we are seeking to train as "sub-professionals?" I have wondered if any "sub-professional" has ever referred to himself with pride as a "sub-professional". I think we are using a term that is self-defeating, if we hope to create a tide of helpful workers from the older group as well as other groups, who are not able to qualify as professionals, when we refer to them in terms that I would consider to be "looking down our noses" - a designation only used by professionals in certain contexts. In a hospital setting, for instance, even a lawyer could be referred to as a "sub-professional."

MR. HOUSTOUN: I think my occupational specialist at my left hand has the proper answer to that which is that we ought to encourage the use of such words as "technician" which convey the same idea. I should add that those who use "sub-professional" often use it because they don't think much of professionals themselves.

MR. OSSOFSKY: I couldn't agree with you more although I was guilty of that. The difference is because so much of the hostility comes from the professionals who are fearful we are training people to do something within their particular bailiwick. That is one of the reasons this distinction has been made. As a matter of fact, in our discussions of the home health aide we have used the term "home health worker" to make even that notion of an aide to somebody else a little bit softer than it normally is.

On the other hand, those who have worked in this field, if you will forgive the expression, as professionals, are very worried that the people being trained may end up doing the things that they should be doing.

I agree with you we have to watch the kind of language we use, but I think it is really not so much trouble with the word, though that is a factor; it is a question of being able to win through on certain programs where vested interests, including some of the people represented at this conference, have been very careful and touchy about what happens in their particular area of competence.

I agree with you, however, that from the point of view of the people being recruited and trained, there needs to be a whole concept of prestige and value given to the work that they are about to do. We will certainly undo any hope of recruiting people to work in the home health field if we make it clear to them that this is an unimportant, simple thing to just help out the pros who do the real, important work. Certainly it has to be clearly understood that what we are doing here is training people to do work that is needed and work that has importance.

One of the problems in institutionalizing some of these tasks is to give a new tone and quality to the nature of what is done, and develop new respect in the community, which gets back to the point Chuck made. Some of this is the product of our own handiwork in the past, I'm afraid, that needs to be undone.

MR. HOUSTOUN: The questionner has a second question.

MR PRESTON: I can recognize, as you say, the protective concern of vested interests and also the usefulness of a term such as "technician", but the term "non-professional" would be a much more complimentary term than "sub-professional" and accomplish the same purpose. But I noticed that you yourself used the term "sub-professional" and I wondered how welcome you would be among the "sub-professionals" using that term.

MR. HOUSTOUN: If there were more sub-professionals I would worry about this man's popularity. My worry is that there are so few of the people we think should be better labeled.

Chuck, you did have your hand up before.

MR. ODELL: I will yield to these two people. I have a point I want to make but I'd rather let them go ahead.

MR. HOUSTOUN: Then, of course, I will call on the lady.

MISS ELIZABETH ULRICH (Long-Term Illness Nursing Specialist, Veterans Administration, Washington, D.C.): I was particularly interested in the comments about professional and sub-professional. In nursing we have been on a real merry-go-round in regard to the activities of the nursing assistants and the LPN's, etc. This is because there are legal aspects involved in nursing practice, especially evident in institutions; for example, in the giving of medication. There are many ways in which you can use sub-professionals, but when error occurs, the person who is the professional is the one legally responsible for the accident, when it is considered not reasonable to allow people who are assistants to perform the act. In a court action the lawyer will ask, "Is this a reasonable act for this person?" and you may have to say "No," and that you take responsibility for the acts of these people.

MR. HOUSTOUN: It is interesting that the medical profession has done a better job of fracturing the non-professional aspects of nursing, for example, than has education. We should begin to hire older people to assist in adult education programs for example.

MISS ULRICH: The trouble is we are now out of the bedpan era so they (the non-professionals) move on to these other things that require technical skills. How far you let these assistants go is the big problem.

Sometimes we act as if we are protecting our professional rights, when actually it is that we have to retain responsibility for people who are only semi-trained.

I won't belabor this.

MR. HERMAN STURM (Economist, Bureau of Labor Statistics, U. S. Department of Labor, Washington, D. C.): My question is in another area. Actually it is addressed to Dr. King, but it has more general aspects that others may want to touch on.

Dr. King told us how in this project which was aimed at training home health service people, as it turned out those who actually got jobs were mainly employed in nursing homes.

That raises this question: Will you speculate what might have happened had these older people been trained either as practical nurses or as nurse-aides to begin with? And this raises the further question - if they had been put into such general health service training programs, are there age restrictions working overtly or covertly so that these people, who perhaps should have gone into these general programs, but got channeled into home health service training finally had to follow what the job market said: "No, you come and work as nurse aides or practical nurses."

MR. HOUSTOUN: Do you want to try to answer that, Dr. King.

DR. KING: May I preface it with this: The Oklahoma program was simply a demonstration and experiment to see if we could train these women, you see, and if we could get

this sort of training going in rural communities -- which is not easy where you do not have -- and I am reacting to what Mr. Ossofsky said -- institutions and agencies already set up.

True, most of them were recruited into nursing homes. When the nursing homes found out about these women they went out after them.

We did have ways to get these women employed. That is, lists of the women who had been trained in the classes were given to the Employment Service offices, district offices. They were posted in hospitals, or hospital personnel had these names. They had many ways, you see. Some of these women did go to work for families. I know we have trouble with these words like "visiting homemaker" that means so much an agency type of job. But if you can think back to the old hired girl, way back in the family life when the hired girl was part of that family. I would give up my automatic dishwasher, garbage disposal and washing machine in a minute if I had a hired girl.

MR. ODELL: Particularly if I didn't have to pay her.

DR. KING: I'd pay her but I need a hired girl badly. But somebody who needs her more is a family where the natural homemaker is out of that home for awhile. I don't know how to answer your question. Maybe it would have been better if nursing homes had trained these women. But typically as you look across the country, nursing homes don't do a lot of training when they get these workers. They get them and don't have time to train them. So these women had not been trained as an LPN is trained, but they had been trained to do a little of what we call home nursing to meet these needs.

Many of these families were very happy to find this woman who had been trained to some extent, and the family took over her supervision. And if there was illness in the home, the private physician functioned as a supervisor of what she was to do or not to do with the patient.

We'd like to see them organized, but this job appealed to many of these homemakers for this reason: They could obtain short-term work. Many were women 55 and 60 years of age. They could work for a family for three weeks, during a period of crisis, and when the family didn't need them, go home and do their gardening, visit their children and grandchildren; and when another case came up later, take that case. It appealed to them very much because they didn't want continuous work but work for awhile, and then maybe to be off for food preservation time or gardening time.

MR. HOUSTOUN: The question of organization leads me to suggest that Mr. Ossofsky talked about a way of presenting services, including home health aides.

MR. OSSOFSKY: One of the experiments being developed now in the State of New Jersey relates to the problem of working in a rural area where there are no institutions. I don't mean to minimize this problem, but perhaps what we have to do is take another look at

the possible kinds of institutions or agencies. The Office of Economic Opportunity, again, might very well be the source of organizing that institution through the Community Action agency.

In this project currently being developed in New Jersey, the poor, particularly the older poor, are being brought together. The idea is to help them organize a cooperative of a variety of services, where they will in fact be the agency, they will be the institution. They will train the people for the jobs they have already studied and concluded need to be provided in the community, and through their own organization they will offer these jobs at on-going rates to the community at large. In this particular area, a new housing development for comparatively well-to-do older people is being constructed. To service that large middle-class and upper-class development, grounds keepers will be needed; drivers will be needed; people will be needed to help with the recreation programs that the brochure of this development has described in very beautiful language but which nobody, as far as we know, has yet discussed from the point of view of implementation.

The Community Action agency there is taking the initiative to go to this housing development and suggest that they work together to provide a corps of services for this community through the cooperative, organized by the older people themselves. From there, of course, once this is organized, can flow a whole variety of employment opportunities, not just around this corps, which can offer the basic on-going funding for the program, but services to other communities within the areas surrounding where the poor live.

I don't minimize the problem of institutionalization where there are no agencies and institutions. What we have to do is try to help people organize in the proper way so that it is possible for those who want it to get year-round work. I must say I am not fully convinced yet that one of the reasons people didn't go to work is simply because they only wanted to work during the times when there were no vegetables or fruits to be canned and nobody at home to be taken care of, but it may very well have been because they didn't see for themselves an opportunity to get year-round employment. It may be that in this circumstance that was the case, but in an awful lot of other places, the statistics would indicate people only worked when they wanted to when there was no way of getting year-round employment.

MR. HOUSTOUN: There is another question.

MISS VOGEL: The discussion on this Oklahoma program leads me back to one remark Dr. King made, that the women involved were not interested in child care; and yet the next discussion was that we need more child-care centers and therefore we need more of this kind of person. It is a non sequitur that bothers me. Was it the training that was wrong.

DR. KING: You should never ask a woman to speak only twenty minutes. It is impossible. I think it was related to the classes, the training offerings. Many times -- and we have found this in our research -- our home economics teachers are scared to teach the child development and family life area, because they are often younger and they have fears about older class members who are experienced. And I think the women react to this. We

tried to follow up some in our evaluation, but they felt they learned more new things, you see, when they studied care of the sick and nutrition and food than when they studied child care work.

I made the recommendation in my work in family life and child development, that there is a need in child day-care centers for assistants. But in the training program we had, they just didn't like that area of the training as much, or felt the other was more interesting to them, and that sort of thing. I guess this is because if you have reared children you are an expert, and if you have lived in a family you are an expert. I think maybe that had something to do with it.

MR. HOUSTOUN: Let me try one over on this side.

MR. DIETZ: My name is Walter Dietz. Perhaps I am "the old man of the tribe." It takes nerve for a sub-professional to stand up; and worse than that, I come from a small suburban town that has only 22,000 people. But for the last ten years, without any institutional backing and without any training programs until more recently, we just went ahead on a person-to-person basis. We did pretty near everything that has been mentioned here, and we look at it as planting acorns. As the community grows, the acorn sprouts and grows, and we are going to keep right at it.

We look forward to the assistance that we can get now from these more highly organized institutions. But we still have confidence in our community in the "do-it-yourself" approach.

Let me cite two specific examples that are happening back home.

One, we are launching "meals on wheels" in our little community. We have some shut-ins. We discovered them through our "friendly visiting service."

Second, we have professional people in our area willing and able to go out and help smaller industries. We are in touch with SCORE. We call our little group Management Problem Solvers. -- A very modest approach, but we can sit down with a small employer on a very modest budget and try to help him.

In your rural communities and in any small community, I think if you set up something that has not been available, you will be amazed at the response. You will uncover needs that were undiscovered because they had no place to turn.

So we have a group in our little town of Summit, New Jersey called SAGE, "Summit Association for Gerontological Endeavor."

I have had to translate it -- I can't say that big word -- to "Some Are Getting Elderly."

MR. HOUSTOUN: I have just surveyed the panel and find I am the only sub-professional up here. I wasn't trained to do anything, but I endeavor.

I want to mention just one thing so you don't feel you should be overwhelmed by these, as you put it, better structured institutions. I have been in the business of trying to constructively invest public money in programs of your sort, and where no such community organization exists no such community organization can exist. You either have that kind of community spirit and endeavor or you don't, and there is no amount of Federal funds that I have found as a substitute for it.

Yes, sir.

MR. FRANCIS E. WOODS (Manpower Coordinator, Division of Vocational Education, State Department of Education, Hartford, Connecticut): I'd like to put in a vote for the conservative side. I'd like to make a few comments. I hope that each or all of the panel will respond to it.

There have been some very interesting statements made today. I'd like to repeat some of them as part of the background for my own statement, and I do not intend to be facetious in any way, but I believe this morning Mr. Odell said he felt -- I believe it was seconded by Mr. Meyer -- the time for talking was at an end and the time now is for action.

Dr. Aller, in one of his comments, said there was going to be a 180 degree turnabout in the implementation of MDTA, serving notice that henceforth they would start with the people rather than the jobs, working from the people up to the jobs, whereas historically we start with the jobs and then find the people. I am not sure this isn't in contradiction to what Mr. Ossofsky just said -- that no training should take place unless there is a guaranteed job.

We also found out from Dr. Belbin it's good business to train elderly workers; it's a good investment financially.

I believe from Mr. Ulrich we discovered that in training we should be cognizant of the whole man, which I believe has been an educational objective for many years.

One of the hallmarks of Community Action Programs wherever you find them, at least one of the shibboleths, is that they are a catalytic agent and are only trying to get existing agencies better informed of what it is they should be doing.

I'd like to point out one of the catalytic agents of a hydrogen bomb is an atomic bomb. Lord knows what happens after that takes over.

The question I'd like to raise here is this: What specifically is being done by these agencies that could not be done by existing agencies had they been given the funds long ago requested? That is Number One.

Number Two: As I understand it, at the present time there is a possibility of obtaining Federal funds for training under 50 different pieces of legislation. I submit that perhaps it is time to do a little bit more talking to see if indeed we are using a buckshot approach and accomplishing very little. And finally, if this is true -- and I am not sure that it is -- do you believe it is time for one agency, a supra-agency, if you will, to take over the over-all coordination of this entire attack upon poverty, and if so, which agency do you think might do this? Is this the Office of Economic Opportunity?

I'd be interested in any comments.

MR. HOUSTOUN: Who will be the first?

(Laughter.)

Mr. Ossofsky said that he would take a piece.

MR. OSSOFSKY: I enjoy the challenge. Sometimes it takes a real strong turmoil to clear the air, and perhaps that is what we need.

I am not really convinced that all of the on-going institutions could have done the job which required a shaking up of our perspectives, not just our methods of funding; which took a shaking up of how we approach people and whom we approach. The fact of the matter remains that if most of the on-going institutions, public and voluntary, continued on the road that they had been traversing until now, they'd still be waiting for the customers to come to them. What probably would have happened is they would have had a larger staff to do the same kind of waiting.

What OEO provides us, for the first time really, is the impetus to take another look at how we are operating, to see why it is that at this stage of our development and economic prosperity we do still have so many poor in our midst, and how come those who are in a position to do something constantly by-pass the pockets of poor. There are on-going agencies supported in our communities that should be reaching into those pockets but never do, because neither the agencies, nor those of us who have worked with them have stopped, ourselves, to walk into those pockets. It is necessary to do more than throw money into a program. It is necessary to do something to insure the money gets into a new way of reaching people.

OEO with all its faults, and it certainly has plenty, has, if anything, not done enough. That is its major flaw.

I don't conclude that we necessarily need one big over-all institution to do the job. Neither has the whole war on poverty looked for one specific focus for the army. While we put our emphasis on the Office of Economic Opportunity, the war on poverty includes housing programs, includes Medicare programs, includes employment and training programs, in-

cludes youth programs, includes education programs, each of which, in the main, is operated by other agencies. What OEO does do, as a matter of fact, is act as a catalyst and stir up, if you will, the government institutions as well as the voluntary ones, to see what they have been doing until now.

I don't particularly care for the analogy that you use. I don't think it's an atom bomb. It is not going to destroy anything, unless what is being destroyed are all the out-lived patterns of work, old methods of bureaucratic approach, public and voluntary, and that the fall-out from this may be some services in territories that previously didn't get the services they needed.

MR. HOUSTOUN: Can I ask any of the other panelists if they'd like to respond?

MR. DIETZ: Mr. Chairman, may I make a short statement about a recent experience we have had.

Some time ago we organized an employment service for older workers. We said anybody about 60 years of age who wishes to talk about finding a job could come to see us. We told employers that was going to be our field. So after three years' experience, our placements have been in three categories -- and it is very interesting because they fall in some of the same categories which have been brought out here.

We thought at first we were going to work specially with business and industry.

Second, we find we are working also with homes -- the handy man, the gardener, the companion.

The third category, developing, now comes right in the field which you suggest, Mr. Speaker, in service to the social agencies of our community: the library, the Community Chest, family service, schools. They are calling on us for various sorts of folks, and we are able to spot them for part-time employment. The people we place do not want full-time jobs. They have a flexible need, a flexible program, and a fine lot of experience, capability and reliability to bring to bear upon a variety of openings.

MR. HOUSTOUN: Thank you, Mr. Dietz.

As to what the established agencies might have done had they only had more money, let me assure you I have been a part of an established agency -- I have been part of a lot of them -- and I can say looking back over the past 12 or 13 years, the thing that has changed most dramatically has not been the availability of funds but the directions of programs. I was in Washington the week before and the week after the riots in Birmingham and let me tell you public policy changed directions that week, and nobody knew who changed it, but it changed. And I have been in Washington both before and after the Economic Opportunity Act was passed and public policy changed then, too.

I know people are getting assistance today because of new interpretations of old laws by old agencies simply because the President said, "There is a war on poverty and you are supposed to do something about it."

There are a number of new things, perhaps, which we ought to do. I think we could use some of our own long-established programs better and involve a new clientele that didn't get any attention in the past.

I still have in my possession a letter written by a very high-ranking official in 1963, in which he said with respect to the Manpower Development and Training Act, that it would be discriminatory against the well-educated, unemployed worker to provide literacy training for under-educated, unemployed workers -- "that we are not in the business of aiding unfortunates."

Now, such attitudes have seemingly changed. We are now beginning to consider that if all men are created equal in the sight of God, they might also be created equal in the sight of those of us who administer the public's money.

Do I believe there ought to be a super-agency? No. I believe in a "Sherman Anti-Trust Act" to be applied to public agencies. I believe that competition among public agencies is not unlawful. I don't think the agency I work for has any more right to stake out a monopoly jurisdiction over anybody's problem than another one does. I have seen a certain amount of competition in government has improved some other people's performance.

MR. ODELL: By a strange coincidence, the question I wanted to raise earlier relates to the one that was raised by the gentleman from Connecticut, and it really is presenting the other side of the coin, so to speak. Believe it or not, I ran into a man in the lobby who may be in this conference or not, but who happened to serve as a staff person when I was serving on the panel of consultants on vocational education. His comment to me as we passed in the hall was, "Do you think that all the hard work we did and the legislation we got passed, and the appropriations we got authorized, have made any significant difference in the level of performance and the degree of commitment to vocational education as it relates to reaching out to the groups of people that we hoped they would serve when we broke down the whole concept of a concern primarily with categories that had been in the law since 1916 and opened this up as a broad-gauge program to reach people who needed help, regardless of whether they fit into the categories or not?"

And he answered the question before he raised it by saying that he didn't think it really had done a heck of a lot of good.

The question I was going to raise was, in effect, why do we need an OEO approach, or a catalytic approach to these problems, in view of the fact that we do have all this on-going range of services which have been there and which have been augmented and developed and refurbished in the last six years? And as hopefully this catalytic function begins to take form, what is the ultimate effective role of an on-going war against poverty? This is my basic

uestion. Is the war on poverty related specifically to the unending job of picking up the loose nds and the pieces, or is it related to the thing which Jack suggested and which I think repre- ents a very practical example of what needs to be done, which is in effect helping the older oor and other segments of the poor to organize and structure themselves in such a way that ey actually begin to provide an institutional base for themselves, which enhances their com- etitive position, not only to obtain the services that will improve their employability, but to ltimately achieve for them an accepted place in the American society.

I am concerned that we not go on indefinitely assuming that we need to run down two racks which are competitive with one another in the formulation of the Sherman Anti-Trust ct in relation to bureaucracy, but that we begin somehow to define roles and responsibilities or these two sets of structures, which I think are desirable and necessary at this point, so hey will complement one another in a meaningful way in advancing rather than competing with ne another to a basic objective.

My question to Jack and the panel is: Do you see us moving in this direction? Can we do anything in this conference to help to clarify or crystalize a point of view which helps us to move in this direction more quickly and more effectively?

MR. OSSOFSKY: I am not sure I have an answer to you yet, Chuck. I am not even sure I fully understand all the implications of that question because I think there are some very deep implications.

I don't yet see the time when we don't need the needle. I think we are going to need a needle in one or another area. I really wonder how long the government will continue to support that needle within itself. I hope it will be for enough time so that the programs in training, for example, that are the major focus of this conference, have reached out to the new sectors which in the past they did not touch, have perhaps reformulated their approach to deal with new problems. When the Department of Labor's programs have reached such a point, that needle can move into other areas of community concern which need to be prodded.

Perhaps this relates, too, not just to training as a specific. I think it relates to the question raised by the gentleman from Connecticut -- but it also relates to how we go about developing employment within the country as a whole. What is the economic future of the country? What methods do we use to see to it that there is full employment in our country, so that those people who need jobs can be trained within their own personal needs and to meet the job requirements of the country?

There hasn't been that kind of dedication yet to the fight against poverty, as far as I am concerned, that goes beyond the case-work approach in a sense. If there is a flaw to what we are doing -- and there no doubt are many -- but if there is one major flaw it is perhaps that we are dealing too much with the piecemeal approach, with looking to a patchwork job. And perhaps what we ought to do is more what Keyserling keeps trying to recommend to us, a suggestion as to how we plough back the growth in the gross national product, to effect jobs

and employment that way, and then see where those jobs are, and what we need to do -- whether the questions are of moving people or training people, or whatever they happen to be.

I think there are many implications to what you say, Chuck, maybe beyond what this conference is aimed at dealing with. But I don't see personally that the OEO has had impact enough on the existing structures, that it has even recognized its own responsibilities in many of the areas we are concerned with so it could have an impact on the on-going programs, particularly as far as older workers are concerned, so we can say, "Go out of business because the on-going institution is doing it well enough," or "Turn to some other area where the job isn't being done."

I am not sure I have given you a specific answer but this is just a reaction to the kind of question you have raised.

MR. ASH: Mr. Chairman, may I rise to the clarification, if not the defense, of vocational education?

Your eminent panel of consultants -- and in my opinion your report* is a real milestone in public education which I would compare equally to that of the 1914 commission that set the stage for the passage of the Smith-Hughes Act three years later. It gave us a new charter. But I think it is a little early yet to judge whether it has even gotten off the ground, let alone done the good that you anticipated.

Four-hundred-million dollars in appropriations was recommended right off the bat. The Congress authorized $60 million and did not appropriate anything the first year. The second year's appropriation was $117 million, and most people don't know that many States never got a nickel of that until last May because of the complications of the law that just made them not eligible before that time.

So we have hardly had a full year of nationwide experience in vocational education under this great new act to judge it by.

With respect to the comments, I think the Manpower Development and Training Program did a great deal for us in vocational education in finding ways to do things that had not quite been our cup of tea up to that time, you know.

I don't know how much farther to go in response to the comments of Mr. Woods of Connecticut.

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* Education For A Changing World of Work, Report of the panel of Consultants on Vocational Education Prepared at the Request of the President of the United States, U. S. Office of Education by the U. S. Department of Health, Education and Welfare, 1963.

You know, vocational education was the butt of a great many criticisms, many of them justified, but, Mr. Chairman, in your State, prior to the passage of the Vocational Education Act of 1963, the amount of Federal monies that came to your local communities was to the extent of four cents on the dollar of each vocational teacher's salary. And this is not a great fund to assist the State and local authorities in the promotion of a program.

It has been said that one of the crying needs was then, and still is, for school houses in which to conduct this instruction. And I am sure New Jersey's appropriation under the Act of 1963 will hardly produce more than one or maybe two good vocational school buildings. So we are not flooded with appropriations that will enable us really to make a staggering mark in the first year or two.

I should like to think it might be possible to have an on-going school district -- take somewhere in the great state of Connecticut -- to try the experiment of conducting a program with the same amount of funds that, say, are available to one or more agencies that benefit by some part of a billion dollars appropriation -- to do the same thing.

MR. HOUSTOUN: Vocational education has made marvelous strides. In many states they once took pride in how many boys they turned down because of low qualifications, and now they take pride in how many they can include.

I don't think, though, we have solved all the attitude problems. A noted authority on Adult Basic Education -- one who is operating under the Economic Opportunity Act -- has assured me that this Adult Basic Education is being applied to the poor for the following purpose: "To make them cleanly, honest and sincere;" -- the major objective is to "change their moral and spiritual values."

This man is not a religious fanatic. He is a responsible public educator operating today under the Economic Opportunity Act. I had assumed that Adult Basic Education was attempting to improve the literacy level of 10 million adults.

MR. STURM: My question relates to training and retraining of workers on the job which I know has not been covered up to now and I want to get a little help from the panel or anybody in this room on a project related to what Mr. Ash spoke of. At the Department of Labor we are now engaged in a project I think may have tremendous value in this whole area. We are doing a study, part of an international project, on the subject of redesigning jobs to fit the needs of aging workers.

Our basic problem is this: We'd like to know about American firms that are doing this. There is a lot of information about foreign firms that are. In a nutshell, if anybody here knows of any, we want leads. Please give them to me or to Mr. Mitnick sitting at my side here.

MR. HOUSTOUN: The only example I have from memory is the representative on the National Advisory Committee from Inland Steel -- Mr. Block.

MR. STURM: We know about that.

MR. DIETZ: Try Kopas at Republic Steel in Cleveland.

MR. HOUSTOUN: I think one of the things this discussion has pointed up was the advisability of NCOA, perhaps the Employment Committee, making a quarterly assessment of the status of older workers with respect to some of the programs we have discussed today and perhaps issuing an annual report on the needs of older workers and the degree to which the programs under discussion meet those needs.

MR. ODELL: We will be glad to make that recommendation if we can be assured by Norman Sprague that he will make logistic support available of the type he was mentioning last night. A mutual friend, running a consulting service on computer programming, has hired three retired Chinese laundry men with an abacus, and an elderly typist who can use an IBM typing machine to put the stuff out in proper tabular form.

MR. HOUSTOUN: My money is on the abacus.

May I thank the panel for standing up here with me in the face of occasional fire, and, particularly, our recorder who didn't have even the advantage -- would you like to make a comment now?

MRS. VERANT: No.

(Laughter.)

MR. HOUSTOUN: And thank you all for sitting with me in this icebox forso many hours.

(Applause.)

(Whereupon, at 5:20 p.m., the panel session was adjourned.)

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